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Financing of the United Nations Mission for the Referendum in Western Sahara

Financing of the United Nations Mission for the Referendum in Western Sahara

Report of the Secretary-General

Summary

The present report contains the financial performance report of the United Nations Mission for the Referendum in Western Sahara (MINURSO) for the period from 1 July 1997 to 30 June 1998. The General Assembly, by its resolutions 51/2 B of 13 June 1997 and 52/228 A of 31 March 1998, appropriated a total amount of $47,402,100 gross ($44,419,700 net) for the operation of MINURSO for the same period.

Expenditures for the period totalled $40,878,900 gross ($39,062,500 net), resulting in an unencumbered balance of $6,523,200 gross ($5,357,200 net). The unencumbered balance was primarily attributable to the delayed deployment of contingent personnel and initial delays in the deployment of civilian personnel.

The action to be taken by the General Assembly in connection with the financing of MINURSO is a decision on the treatment of the unencumbered balance of $6,523,200 gross ($5,357,200 net) for the period from 1 July 1997 to 30 June 1998.

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I. Introduction

1. The United Nations Mission for the Referendum in Western Sahara (MINURSO) was established by the Security Council in its resolution 690 (1991) of 29 April 1991.

2. The initial budget of MINURSO for the period from 1 July 1997 to 30 June 1998 was set out in the report of the Secretary-General dated 4 February 1997 (A/51/763/Add.1) and amounted to $29,107,800 gross ($27,308,400 net). The budget was based on the Mission's maintenance requirements at the reduced strength of its military and civilian police components authorized by Security Council resolution 1056 (1996) of 29 May 1996.

3. The General Assembly, by its resolution 51/2 B of 13 June 1997, appropriated $30,229,800 gross ($28,430,400 net) for the maintenance of MINURSO for the same period, including $1,122,000 for the support account for peacekeeping operations.

4. Subsequently, by its resolution 1133 (1997) of 20 October 1997, the Security Council requested the Secretary-General to proceed with the identification of eligible voters with the aim of finishing the process by 31 May 1998, increased the size of the Mission and extended its mandate until 20 April 1998. On that basis, the Secretary-General submitted a revised budget for MINURSO for the reporting period amounting to $48,078,900 gross ($44,572,500 net) (see A/52/730). Pending the submission of this revised budget, the Controller had obtained the concurrence of the Advisory Committee on Administrative and Budgetary Questions to enter into commitments in a total amount of $9,300,500 gross ($8,478,100 net) for the period from 1 November 1997 to 31 March 1998.

5. Subsequently, by its resolution 1148 (1998) of 26 January 1998, the Security Council also approved the deployment of a military engineering support unit required for demining activities and the additional administrative staff required to support it.

6. As a consequence, the Secretary-General submitted an updated revised budget for MINURSO for the period from 1 July 1997 to 30 June 1998 in the amount of $47,402,100 gross ($44,419,700 net) (see A/52/730/Add.2), which reflected the additional requirements for demining activities while at the same time revising downward the additional requirements for the identification process set out in his earlier report (A/52/730).

7. The General Assembly, by its resolution 52/228 A of 31 March 1998, appropriated $17,172,300 gross ($15,989,300 net) for the operation of MINURSO for the period from 1 July 1997 to 30 June 1998, in addition to the amount of $30,229,800 gross ($28,430,400 net) appropriated earlier in its resolution 51/2 B. The total appropriation for the reporting period amounted to $47,402,100 gross ($44,419,700 net). Those amounts have been assessed on Member States.

8. By its resolution 1215 (1998) of 17 December 1998, the Security Council extended the mandate of MINURSO until 31 January 1999.

II. Implementation of the budget

9. Information on the operations of MINURSO and on the situation on the ground during the period under review is contained in the reports of the Secretary-General to the Security Council dated 24 and 25 September 1997 (S/1997/742 and Add.1), 13 and 19 November 1997 (S/1997/882 and Add.1), 15 January 1998 (S/1998/35), 13 April 1998 (S/1998/316), 18 May 1998 (S/1998/404), 18 June 1998 (S/1998/534) and 10 July 1998 (S/1998/634) and the Secretary-General's letter of 13 December 1997 (S/1997/974) to the President of the Security Council.

10. During the reporting period, MINURSO continued to monitor and verify the ceasefire through daily ground patrols and helicopter reconnaissance. Resources provided in the Mission's budget to support this activity were utilized within the originally forecast parameters.

11. Pursuant to Security Council resolution 1133 (1997), the Mission implemented a series of practical administrative and logistical measures to support the resumption, on 3 December 1997, of identification activities, including the emplacement of identification staff and the re-establishment of the civilian police component, the acquisition of communications equipment and additional vehicles and the completion of renovation and minor construction projects. While deployment of administrative staff was generally on target, there were delays in the deployment of Identification Commission support staff, which contributed to the reported unutilized balances under civilian personnel costs. However, by the end of December 1997, the total number of civilian staff stood at 266 (194 international and 72 local), with 340 staff (243 international and 97 local) deployed by the end of June 1998.

12. Pursuant to a subsequent Security Council resolution, 1148 (1998), MINURSO commenced preparations for the deployment of the military engineering support and demining units comprising 229 personnel. While the advance party of the engineering company and its equipment and some military demining officers arrived in the mission area in May 1998, the deployment of the main body of the respective contingents was delayed, resulting in the unutilized balances reported under military personnel costs and non-utilization of funds allocated for the set-up of demining centres. Conversely, unforeseen additional requirements for the preparation and construction of a logistics complex in Laayoune in connection with the impending deployment of contingent personnel gave rise to higher than budgeted expenditures under the construction/prefabricated buildings budget line item.

III. Financial performance report for the period from 1 July 1997 to 30 June 1998

13. As indicated in table 1, from the total appropriation of $47,402,100 gross ($44,419,700 net) for the operation of MINURSO for the period from 1 July 1997 to 30 June 1998, expenditures amounted to $40,878,900 gross ($39,062,500 net), inclusive of $9,464,000 in unliquidated obligations. The resulting unencumbered balance of $6,523,200 gross ($5,357,200 net) represents, in gross terms, 14 per cent of the total appropriation. Annex I to the present report contains financial performance information for the reporting period by budget line item, with supplementary information on significant variances presented in annex II. Annex IV provides a chart showing apportionment and expenditures by main budget group.

14. Information on the deployment of military and civilian personnel during the reporting period is presented in table 2, and the related chart appears in annex III.

15. As indicated in table 2, as at 30 June 1998 the authorized strength of MINURSO comprised 203 military observers, 256 contingent personnel, 81 civilian police, 285 international staff, 105 local staff and 10 Organization of African Unity observers.

Table 1
Apportionment and expenditure
(Thousands of United States dollars)

Category of expenditure	*Apportionment*	*Expenditure*[a]	*Variance*
Military and personnel costs	9 917.7	8 880.1	1 037.6
Civilian personnel costs	20 882.7	15 714.1	5 168.6
Operational costs	12 457.3	12 699.6	(242.3)
Other programmes	40.0	—	40.0
United Nations Logistics Base at Brindisi	—	646.7	(646.7)
Support account for peacekeeping operations	1 122.0	1 122.0	—
Staff assessment	2 982.4	1 816.4	1 166.0
Total	**47 402.1**	**40 878.9**	**6 523.2**
Income from staff assessment	(2 982.4)	(1 816.4)	(1 166.0)
Voluntary contributions in kind (budgeted)	—	—	—
Net requirements	**44 419.7**	**39 062.5**	**5 357.2**
Voluntary contributions in kind (non-budgeted)[b]	20.0	20.0	—
Total resources	**44 439.7**	**39 082.5**	**5 357.2**

[a] Includes $9,464,000 in unliquidated obligations.

[b] Medical supplies provided by the Government of Germany.

Table 2
Authorized staffing, incumbency and vacancy rates for military and civilian personnel for the period from 1 July 1997 to 30 June 1998

Personnel category and period covered	*Authorized strength*	*Actual strength (average)*	*Vacancy rate (percentage)*
Military observers[a]	203	200	1.5
Military contingents			
1 July–31 October 1997	27	24	11.1
1 November 1997–31 March 1998	27	21	22.2
1 April–30 June 1998	256	90	64.8
Civilian police			
1 July–31 October 1997	—	—	—
1 November 1997–31 March 1998	81	67	17.3
1 April–30 June 1998	81	79	2.5
International staff			
1 July–31 October 1997	102	88	13.7
1 November 1997–31 March 1998	278	205	26.3
1 April–30 June 1998	285	241	15.4
Local staff			
1 July–31 October 1997	65	63	3.1
1 November 1997–31 March 1998	95	77	18.9

Personnel category and period covered	*Authorized strength*	*Actual strength (average)*	*Vacancy rate (percentage)*
1 April–30 June 1998	105	96	8.6
Organization of African Unity observers			
1 July–31 October 1997	2	2	—
1 November 1997–31 March 1998	10	7	30.0
1 April–30 June 1998	10	10	—

[a] There was no change in the authorized strength during the reporting period.

IV. Action to be taken by the General Assembly at its fifty-third session

16. The action to be taken by the General Assembly in connection with the financing of MINURSO is to decide on the treatment of the unencumbered balance of $6,523,200 gross ($5,357,200 net) for the period from 1 July 1997 to 30 June 1998.

Annex I

Financial performance report for the period from 1 July 1997 to 30 June 1998: summary statement

(Thousands of United States dollars)

	(1)	(2)	(3)	(4) = (1-3)
	Apportionment	*Non-recurrent expenditures*	*Total expenditures (inclusive of non-recurrent expenditures)*	*Variance*
I. Military personnel costs				
1. Military observers	5 399.8	-	5 192.1	207.7
2. Military contingents	3 366.0	-	2 536.1	829.9
3. Other costs pertaining to military personnel				
(a) Contingent-owned equipment	1 014.6	-	1 014.6	-
(b) Death and disability compensation	137.3	-	137.3	-
Subtotal, line 3	1 151.9	-	1 151.9	-
Total, category I	**9 917.7**	**-**	**8 880.1**	**1 037.6**
II. Civilian personnel costs				
1. Civilian police	1 417.8	-	1 143.5	274.3
2. International and local staff	19 282.1	-	14 437.0	4 845.1
3. International contractual personnel	-	-	-	-
4. United Nations Volunteers	-	-	-	-
5. Government-provided personnel	182.8	-	133.6	49.2
6. Civilian electoral observers	-	-	-	-
Total, category II	**20 882.7**	**-**	**15 714.1**	**5 168.6**
III. Operational costs				
1. Premises/accommodation	1 128.9	675.8	1 559.5	(430.6)
2. Infrastructure repairs	-	-	-	-
3. Transport operations	2 022.5	821.1	1 769.2	253.3
4. Air operations	6 744.4	157.0	6 379.0	365.4
5. Naval operations	-	-	-	-
6. Communications	618.1	81.0	582.9	35.2
7. Other equipment	608.6	370.3	640.3	(31.7)
8. Supplies and services	548.0	-	983.2	(435.2)
9. Air and surface freight				
(a) Transport of contingent-owned equipment	750.0	749.3	749.3	0.7
(b) Commercial freight and cartage	36.8	-	36.2	0.6
Subtotal, line 9	**786.8**	**749.3**	**785.5**	**1.3**
Total, category III	**12 457.3**	**2 854.5**	**12 699.6**	**(242.3)**

	(1)	(2)	(3)	(4) = (1-3)
	Apportionment	*Non-recurrent expenditures*	*Total expenditures (inclusive of non-recurrent expenditures)*	*Variance*
IV. Other programmes				
1. Election-related supplies and services	-	-	-	-
2. Public information programmes	-	-	-	-
3. Training programmes	-	-	-	-
4. Mine-clearing programmes	40.0	-	-	40.0
5. Assistance for disarmament and demobilization	-	-	-	-
Total, category IV	**40.0**	**-**	**-**	**40.0**
V. United Nations Logistics Base at Brindisi	-	-	646.7	(646.7)
VI. Support account for peacekeeping operations	1 122.0	-	1 122.0	-
VII. Staff assessment	2 982.4	-	1 816.4	1 166.0
Total, categories I - VII	**47 402.1**	**2 854.5**	**40 878.9**	**6 523.2**
VIII. Income from staff assessment	(2 982.4)	-	(1 816.4)	(1 166.0)
IX. Voluntary contributions in kind (budgeted)	-	-	-	-
Total, categories VIII - IX	**(2 982.4)**	**-**	**(1 816.4)**	**(1 166.0)**
Gross requirements	47 402.1	2 854.5	40 878.9	6 523.2
Net requirements	44 419.7	2 854.5	39 062.5	5 357.2
X. Voluntary contributions in kind (non-budgeted)	20.0	-	20.0	-
Total resources	**44 439.7**	**2 854.5**	**39 082.5**	**5 357.2**

Annex II

Supplementary information on significant variances

Military personnel costs

Apportionment: $9,917,700; expenditure: $8,880,100; variance: $1,037,600

1. The unutilized balance of $1,037,600 reflects savings under military observers ($207,700) and military contingents ($829,900).

2. The unutilized balance of $207,700 under military observers resulted from the average cost of rotation ($3,250) being lower than the budget estimate ($4,500) as well as actual deployment (72,475 person-days) being lower than the budget estimate (74,095 person-days).

3. The unutilized balance of $829,900 under military contingents was realized primarily from initial delays in the deployment of the engineering support and demining units, resulting in an actual deployment of 364 person-months in comparison with the budget estimate of 800 person-months. Savings were also realized from lower requirements for rations and the average cost of rations ($7.30 per person per day) being lower than budgeted ($10 per person per day).

Civilian personnel costs

Apportionment: $20,882,700; expenditure: $15,714,100; variance: $5,168,600

4. The unutilized balance of $5,168,600 under this heading reflects lower requirements under civilian police ($274,300), international and local staff ($4,845,100) and government-provided personnel ($49,200).

Civilian police

Apportionment: $1,417,800; expenditure: $1,143,500; variance: $274,300

5. The unutilized balance of $274,300 under this heading was attributable to the average number of personnel (79) deployed from December 1997 to June 1998 being lower than the authorized strength (81), resulting in savings under mission subsistence and clothing and equipment allowances. Additional savings were realized from the actual cost of emplacement travel per person ($2,300) being lower than originally estimated ($2,750).

International and local staff

Apportionment: $19,282,100; expenditure: $14,437,000; variance: $4,845,100

6. The unutilized balance of $4,845,100 under this heading relates primarily to savings under international salaries and common staff costs resulting from a higher number of international staff on appointments of limited duration (mission appointees). These appointees ranged from 75 to 80 per cent of the total compared with the 50 per cent upon which the apportionment was based. This contributed to lower requirements under salaries owing to the non-payment of New York-based post adjustment and lower common staff costs for mission appointees. Savings were also realized from initial delays in deploying personnel for the identification process.

Government-provided personnel

Apportionment: $182,800; expenditure: $133,600; variance: $49,200

7. The unutilized balance of $49,200 under this heading was attributable to initial delays in deploying Organization of African Unity observers during the two-month period from November to December 1997, resulting in savings under mission subsistence allowance ($28,600). Owing to the continuation of the identification process, savings under travel costs ($20,600) were also realized from the non-utilization of resources for the repatriation of the observers.

Operational costs

Apportionment: $12,457,300; expenditure: $12,669,600; variance: ($242,300)

8. The combined unutilized balance of $655,200 under transport operations, air operations, communications and air and surface freight was offset by additional requirements totalling $897,500 under premises/accommodation, other equipment and supplies and services, resulting in net additional requirements of $242,300.

Premises/accommodation

Apportionment: $1,128,900; expenditure: $1,559,500; variance: ($430,600)

9. Savings were realized from lower rental rates for premises in Laayoune, the non-rental of 30 apartments originally required for the identification process and lower requirements under alterations to premises, maintenance supplies and services and utilities. However, these savings were offset by additional requirements of $635,800 under construction/ prefabricated buildings for the purchase of equipment, construction materials and related services for the extensive renovation of a logistics complex in Laayoune to be used as residential and office accommodations for the engineering support and demining contingent personnel, resulting in net additional requirements of $430,600.

Transport operations

Apportionment: $2,022,500; expenditure: $1,769,200; variance: $253,300

10. The unutilized balance of $253,300 under this heading was primarily attributable to the lower actual unit cost ($13,000) of 45 4x4 vehicles purchased through a systems contract, compared with the budgeted unit cost ($20,000). Savings were also realized from the lower consumption of fuel owing to the delayed deployment of contingent personnel and their equipment.

Air operations

Apportionment: $6,744,400; expenditure: $6,379,000; variance: $365,400

11. The unutilized balance of $365,400 under this heading resulted from savings under fixed-wing aircraft and aircrew subsistence allowance ($574,500), which were offset in part by additional requirements under helicopter operations ($196,500) and other air operation costs ($12,600).

12. The helicopter fleet of the United Nations Mission for the Referendum in Western Sahara (MINURSO) during the reporting period consisted of four helicopters. The three original helicopters were used for the Mission's operational requirements, including ceasefire monitoring patrols, rotation of personnel among team sites, resupply and

medical/casualty evacuation. Pursuant to Security Council resolution 1148 (1998), a fourth helicopter was deployed towards the end of the reporting period to provide air support for MINURSO engineering projects. Owing to the delayed deployment of contingent personnel, savings were realized from the lower actual number of hours flown (2,639) than budgeted (3,850). However, those savings were offset by higher charter costs and additional requirements for positioning and painting costs in connection with a change in contract during the reporting period, resulting in additional requirements of $196,500 under this heading.

13. The Mission's fleet of fixed-wing aircraft comprised four Antonov AN-26 aircraft, two of which were utilized during the period from 1 July 1997 to 30 June 1998 to meet the Mission's operational requirements. In December 1997, a third AN-26 aircraft was deployed in connection with the resumption of identification activities for the transport of tribal sheikhs, officials of the concerned parties and MINURSO staff. A fourth AN-26 aircraft was also leased for the two-month period from May to June 1998 in connection with the extension of identification activities in northern Morocco and Mauritania. The unutilized balance of $573,900 under this heading was attributable to savings resulting from the actual number of hours flown (2,476) being lower than budgeted (3,750), partially offset by additional requirements under hire/charter costs, positioning and painting/preparation costs arising from the lease of the fourth aircraft and a change in contract for the other three aircraft during the reporting period.

Supplies and services

Apportionment: $548,000; expenditure: $983,200; variance: ($435,200)

14. The overexpenditure of $435,200 under this heading consists of additional requirements under miscellaneous services ($373,300) and miscellaneous supplies ($61,900).

15. Additional requirements of $373,300 under miscellaneous services resulted primarily from higher actual requirements for bank charges and the recording in the Mission's account of losses on exchange rates.

16. Under miscellaneous supplies, savings were realized under medical supplies attributable in part to the provision of medical supplies by the Government of Germany as a voluntary contribution (estimated total cost $20,000). However, those savings were offset by additional requirements for the purchase of instant photo films and related supplies for the identification process and of 149 ballistic-protective blankets for vehicles in preparation for demining activities.

Other programmes

Mine-clearing programmes

Apportionment: $40,000; expenditure: none; variance: $40,000

17. Owing to the delayed deployment of contingent personnel for demining activities, equipment and supplies for the establishment of three mine information cells were not purchased during the reporting period.

United Nations Logistics Base at Brindisi

Apportionment: none; expenditure: $646,700; variance: ($646,700)

18. The expenditure of $646,700 represents the Mission's prorated share of the cost of maintaining the United Nations Logistics Base at Brindisi, Italy, for the reporting period, in accordance with General Assembly resolution 52/1 A of 15 October 1997.

Staff assessment

Apportionment: $2,982,400; expenditure: $1,816,400; variance: $1,166,000

19. The unutilized balance was attributable to the lower average number of international and local staff deployed during the reporting period.

Income from staff assessment

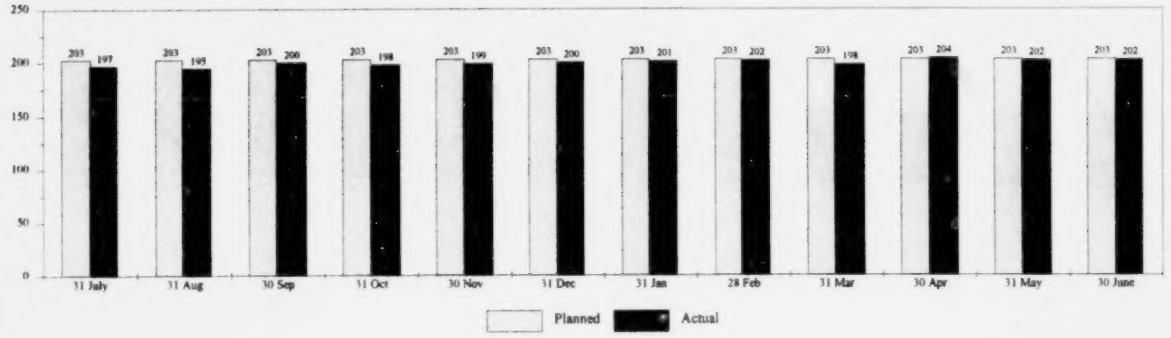
Apportionment: ($2,982,400); expenditure: ($1,816,400); variance: ($1,166,000)

20. This amount is derived from paragraph 19 above.

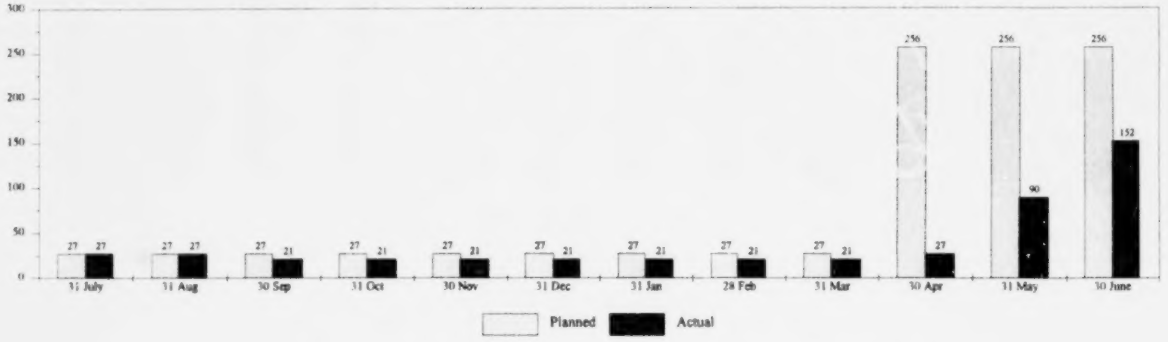
Annex III

Planned and actual deployment of military and civilian personnel for the period from 1 July 1997 to 30 June 1998

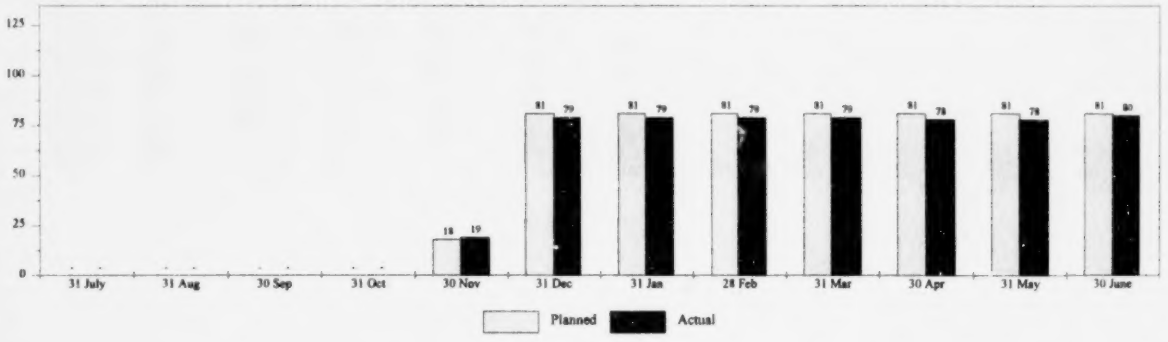
1. Military observers



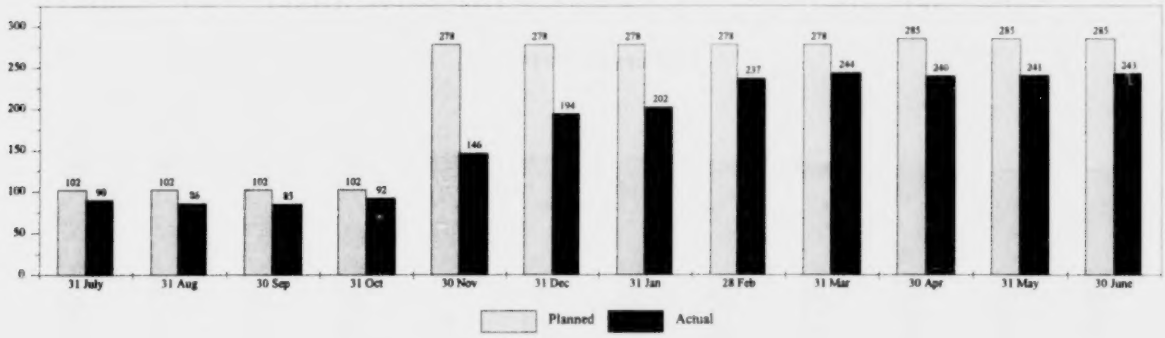
2. Military contingents



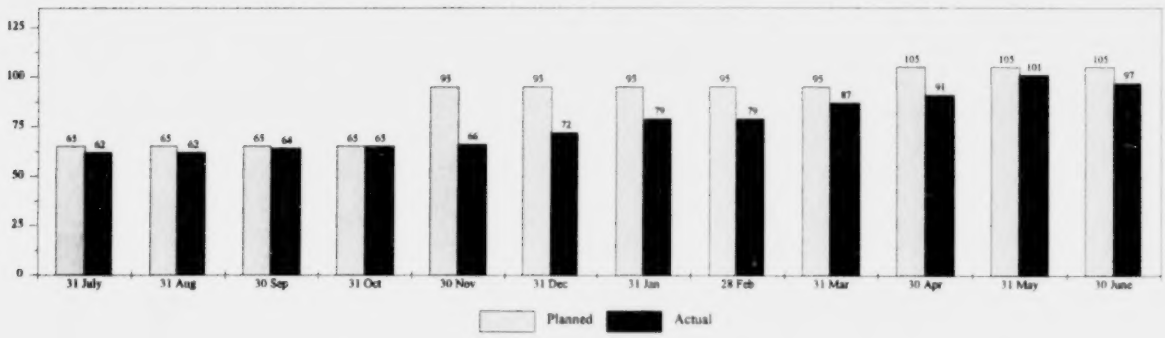
3. Civilian police



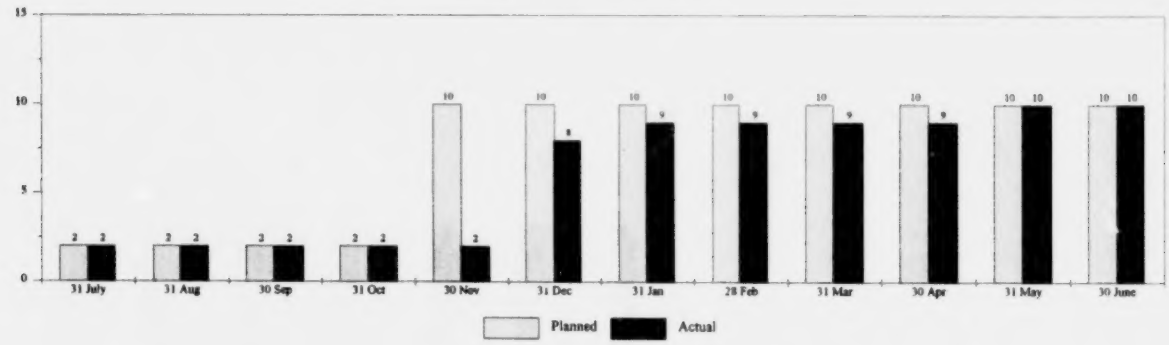
4. International staff



5. Local staff

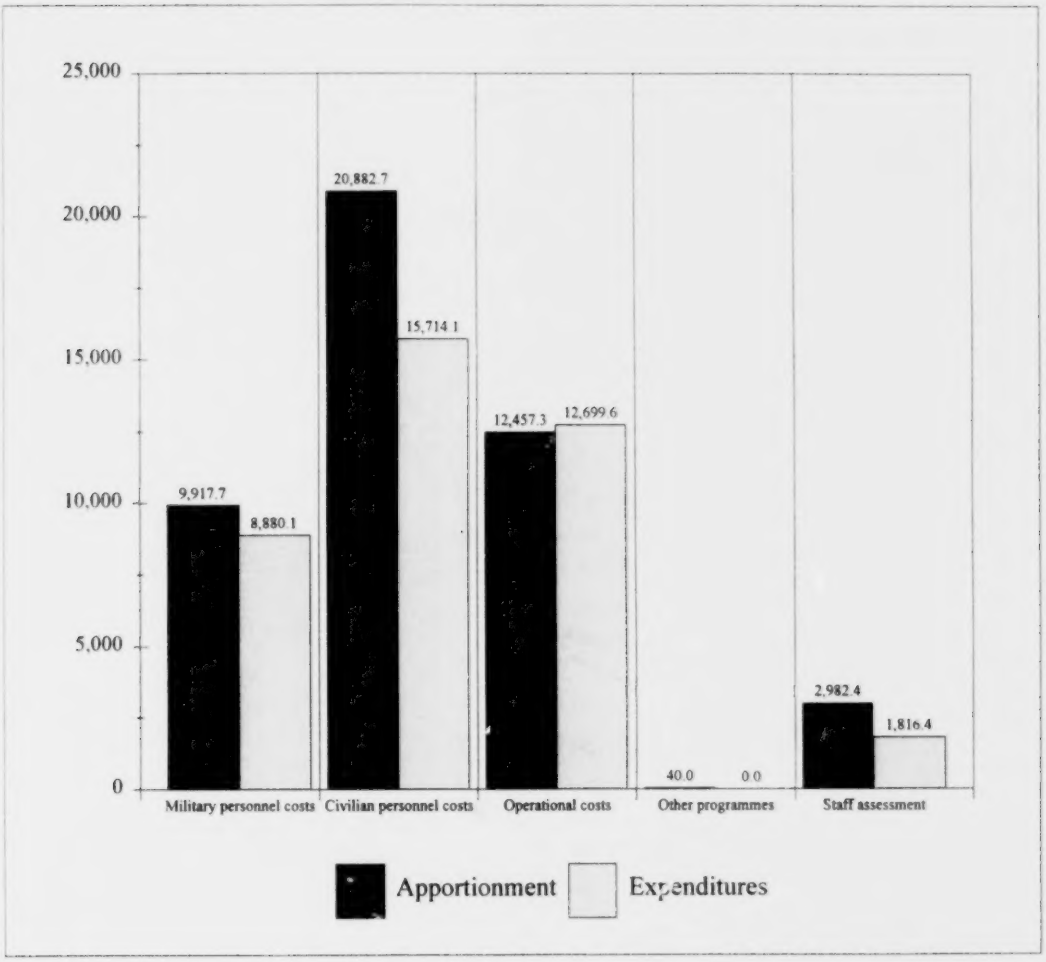


6. OAU observers



Annex IV

Apportionment and expenditures for the period from 1 July 1997 to 30 June 1998



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